

PROMOTING THE FURTHER DEVELOPMENT OF PUBLIC
LIBRARY SERVICE IN RURAL AREAS

SEPTEMBER 17 (legislative day, SEPTEMBER 13), 1951.—Ordered to be printed

Mr. HILL, from the Committee on Labor and Public Welfare, submitted the following

REPORT

[To accompany S. 1452]

The Committee on Labor and Public Welfare, to whom was referred the bill (S. 1452) to promote the further development of public library service in rural areas, having considered the same, report favorably thereon and recommend that the bill do pass.

THE ROLE OF THE FREE PUBLIC LIBRARY

It has long been an accepted fact that the free public library, properly supported and administered, provides a fundamental community service. The public library is a local institution available for the use of all the people and one in which civic pride may be permanently manifested. The library with its various services is basic to the processes of education, recreation, and the dissemination of information. It has been said that books and library services help people to learn to do better what they already are doing; to learn new things; to follow current events intelligently; to find relaxation; and to develop their understanding generally.

Beyond lending books the free public library provides many other services to its users, such as the following: It answers reference questions in person, by phone, and by mail; it provides reading and study facilities; it maintains files of newspapers and other material; it develops reading lists and provides personal reading guidance; it conducts discussion groups; it does group work in the reading problems of clubs and organizations; and it offers instruction in the use of the library.

In our complex society, democracy must, if it is to survive, have educated citizens who are aware of the issues facing their country and the world and understand those issues. Public library facilities are fundamental in providing our citizens with a means of continuing

their education after they have left school, and they may also serve as a basic instrument or forum for developing intelligent understanding of national issues.

THE NEED FOR FURTHER DEVELOPMENT OF PUBLIC LIBRARY SERVICES IN RURAL AREAS

Notwithstanding the generally recognized importance of the free public library as a basic community service, the most recent data from State library agencies indicate that 30 million people, of whom 26 million live on farms and in small villages, are without access to a local public library. Distance, sparcity of population, low tax base, and lack of knowledge about the library's potentialities have contributed to the prevailing lack of library facilities in rural areas.

Only 735 counties provide county-wide library service; 488 counties have no public library service of any kind. In the remaining 1,859 counties there are city and town libraries, supported by urban taxation and serving primarily the urban population. These libraries receive scarcely enough to serve the urban residents. They cannot begin to provide adequate service to rural areas.

Currently all the States have recognized the need for library extension by creating an agency to provide advisory services to local governments. However, in only three States—Delaware, Rhode Island, and Massachusetts—do all the people have access to some kind of library service, the per capita expenditures for which are 68 cents, 97 cents, and \$1.56, respectively. In nine other States less than 10 percent of the people are without library services, while in six States more than 50 percent of the population are without access to any kind of local public library services.

The average per capita expenditures for library service in the United States is 73 cents, varying from a low of 13 cents in Florida to a high of \$1.56 in Massachusetts.

Through the years there has been a growing but as yet insufficient recognition of the vital services of a properly supported and administered free public library in providing the opportunity for continuous education, self-improvement, recreation, and culture for both young and old.

As the conflict of ideas develops, with danger of total armed conflict pronounced, it is increasingly important that all channels of information and education are augmented to insure an alert and informed citizenship capable of sound judgment on the critical issues of the day.

The public library must complement and supplement the work of the school. Today the Nation's schools are facing a crisis. A total of 3,500,000 rural school children are getting an inferior education. Since the onset of conflict in Korea the equivalent of 17 divisions of men unable to meet the educational requirements of selective service have been rejected.

The average American spends only about 8½ years in school, and some concerted effort must be made to help him continue his education during the remaining seven-eighths of his life, for as Herbert Spencer observed, "the only real education any man ever gets is the education he gives himself." An inadequate education plus the steady increase in the old-age group, the growing amount of leisure

time, together with the need to be informed in this age of crisis, emphasize the increasing necessity for the services of a public library.

While the public library is the institution best equipped to supplement and complement the school's educational task, it is not properly supported to do the task adequately. Of the 7,400 public library systems, only 334 have budgets of \$40,000—2,222 of them have less than \$1,000 for all expenses including heat, light, rent, personnel, books and periodicals; 1,916 have from \$1,000 to \$4,000. Additional financial support, new techniques of administration, and greater public recognition will greatly stimulate library development.

PURPOSE AND BRIEF EXPLANATION OF THE LIBRARY SERVICES BILL

The purpose of the bill is to stimulate, through Federal grants-in-aid, both State and local interest and support in a vigorous library extension program. The bill is designed with the view that a small expenditure of funds by the Federal Government, only for a limited period, will provide the necessary incentive to encourage areas without library services to acquire them.

More specifically the bill is designed to—

1. Promote the extension of library services to areas without service and to strengthen inadequate services in rural areas.
2. Accelerate State library programs by giving the State's library extension agency funds to be used for the extension of library service to rural areas.
3. Provide a means for studying the various methods of improving and extending library service employed by the several States that may prove useful to those interested in improving library services throughout the Nation.

An appropriation of \$7,500,000 would be authorized each year, for 5 years only, to provide payments to States submitting plans for the extension of library services. The funds are intended solely to stimulate and accelerate the State's assumption of a vital role in library extension to assure its citizens opportunities for continuous education and self-improvement. In order to assure State participation, no funds would be allocated to any State insufficiently interested in a good library program as to be unwilling to match the funds according to the formula. The matching formula recognizes the need for extending library service to rural areas by taking into account the rural population of a State. It also recognizes the problems of the States with limited per capita wealth. Each State would be eligible for \$40,000, with the remainder of the funds being allocated on the basis of rural population. The total funds available to the State are to be matched by the State on the basis of its average per capita income. The State may gradually expand its program to full participation as it is able to get State funds and personnel to execute the program.

The State library extension agencies having authority to receive Federal funds will present their plans for the use of the funds to the Commissioner of Education. The State agency will have sole control of the program in its State. It will determine what plan will utilize funds to maximum advantage. State plans will vary according to the needs of each State.

The Commissioner will issue periodic reports on the accomplishments of the various programs that may prove helpful to all interested

in library development by pointing out the accomplishments of the various plans. The reports are not meant to be restrictive. They are merely to make available to interested persons the results of the programs.

The Commissioner will be responsible for seeing that the Federal funds are expended for the execution of the plan as submitted to him, that State funds are not diverted elsewhere, or library appropriations cut within the State or local subdivision affected by the plan.

There can be no question that the control of the State programs will be in the State's own legally constituted library agency. The selection of books and other library materials, personnel, and other administrative problems shall be in the hands of the State or the proper local political subdivision affected by the plan. Local initiative and responsibility are encouraged.

Desirable as it might be, it is not the purpose of this bill to bring library services at once to the 30 million Americans not having access to the services of a local public library. Rather it is intended to encourage the States to greater activity by showing what additional funds can do. It will help the States to demonstrate what good library service is, how to achieve it locally at reasonable cost, and to encourage greater local participation in library programs. Each State will develop its own pattern of library extension to best meet the needs of its people. The techniques will vary. In some instances the decentralization of the State agency into regional branches will work best; in other cases demonstrations of county and regional library service; or increased book stock; or workshop programs which will show librarians, trustees, and interested citizens how to develop an effective library program.

In still other cases it will be both general and specialized consultative services from the State agency working with individual localities, regions, or counties to initiate services; bookmobile service; or any variation or combination that would bring greater library service to the people. Not only will people profit directly from the variety of programs, but the indirect gains will be valuable as well. The studies and reports will help those wanting to examine various techniques to determine what is best for their locality. It will help administrators of existing libraries by furnishing new guideposts for their own programs.

Five years is the time limit placed on operation of the program, for it is felt that in that period States will see for themselves the advantage of an accelerated library program and act to assume greater responsibility to provide continuing effective library service for rural areas. The effectiveness of such a program has been demonstrated, of course, by the modern consolidated rural school.

ANALYSIS OF THE BILL

The purpose of the bill is to promote the further extension of public-library services to rural areas without such services or with inadequate services. It is intended that such extension of library services be the responsibility of State and local governments with Federal grants-in-aid serving only as an incentive for the increased exercise of State and local initiative in extending and improving such services. It is clearly intended that the administration of public libraries, the selection of

personnel and library books, and materials and, insofar as consistent with the purposes of this act, the determination of the best uses of the funds provided under this act shall be the function of the States and their local subdivisions.

Authorization of appropriations

Section 3: Authorizes, for the purposes of the bill, an annual appropriation of \$7,500,000 for the fiscal year ending June 30, 1952, and for each of the four succeeding fiscal years. Such appropriations shall be used for making payments to States which have submitted, and had approved by the Commissioner of Education, State plans for carrying out the purposes of this act.

Allotments to States

Section 4: Provides for the allotment each year, from the sums appropriated pursuant to this act, of \$10,000 to the Virgin Islands and \$40,000 to each of the States. In addition there is allotted to each State such part of the remainder of such sums appropriated for each fiscal year as the rural population of the State bears to the rural population of the United States.

Subsection (b) provides that the amount of any allotment to a State for any fiscal year remaining unpaid to such State at the end of such fiscal year shall be available for payment to such State until the end of the succeeding fiscal year. This subsection also provides that no payment to a State shall be made out of its allotment for any fiscal year until its allotment for the preceding fiscal year has been exhausted or has ceased to be available.

State plans

Section 5: Provides that a State plan, if it is to qualify the State for receiving funds appropriated pursuant to the provisions of this act, must:

- (1) Provide for the administration, or supervision of the administration, of the plan by the State library administrative agency, and provide that such agency will have adequate authority under State law to administer the plan in accordance with its provisions and the provisions of this act;

- (2) Provide for the receipt by the State treasurer (or, if there be no State treasurer, the officer exercising similar functions for the State) of all funds paid to the State pursuant to this act and for the proper safeguarding of such funds by such officer, provide that such funds shall be expended solely for the purposes for which paid, and provide for the repayment by the State to the United States of any such funds lost or diverted from the purposes for which paid;

- (3) Provide policies and methods of administration to be followed in using any funds made available for expenditure under the State plan, which policies and methods the State library administrative agency certifies that in its judgment will assure use of such funds to maximum advantage in the further extension of public library services to rural areas without such services or with inadequate services. It is clearly the intent of this provision that the policies and methods governing State participation under the provisions of this act be those which State administrative agency determines. It is clearly understood that library systems, provisions, and service requirements vary widely among the different State and local jurisdictions and it is

intended that the States and local jurisdictions take the initiative in policy formulation under the provisions of this act;

(4) Provide that the State library administrative agency will make reports, in such form and containing such information, as the Commissioner may from time to time reasonably require; and

(5) Provide that any library services furnished under the plan shall be made available free of charge under regulations prescribed by the State library administrative agency.

Subsection (b) provides that the Commissioner of Education shall approve any State plan which fulfills the conditions specified.

Payments to States

Section 6: Provides that the Secretary of the Treasury shall from time to time pay to each State which has a plan approved under this act, from the allotments available, an amount equal to the Federal share of the total sums expended by the State and its political subdivisions as determined and certified to the Secretary of the Treasury by the Commissioner of Education in accordance with the provisions of this act. This section also provides that no payments shall be made to any State from its allotment for any fiscal year unless and until the Commissioner of Education finds that (1) there will be available for expenditure under the plan from State or local sources during the fiscal year for which the allotment is made (A) sums sufficient to enable the State to receive under this section payments in an amount not less than \$10,000 in the case of the Virgin Islands and \$40,000 in the case of any other State, and (B) not less than the total amount actually expended, in the areas covered by the plan for such year, for public library services from such sources in the fiscal year ending June 30, 1951, and (2) there will be available for expenditure for public library services from State sources during the fiscal year for which the allotment is made not less than the total amount actually expended for public library services from such sources in the fiscal year ending June 30, 1951.

These provisions of the act are intended to assure State or local financial participation in accordance with the matching provisions of the act and to prevent any diminution of State and local effort through substitution of Federal funds for State and local revenues customarily or currently being expended for the subject purposes.

Subsection (c): Indicates the method by which Federal payments to the States are determined under this act. The formula is objective and is similar in principle to the one used successfully in the Hill-Burton Act providing Federal grants-in-aid for hospital construction. By definition the "Federal share" for any State shall be 100 percent less the State percentage and the State percentage shall be that percentage which bears the same ratio to 50 percent as the per capita income of such State bears to the per capita income of the continental United States (excluding Alaska), except that (1) the Federal share shall in no case be more than 66 percent or less than 33 percent, and (2) the Federal share for Hawaii shall be 50 percent and for Alaska, Puerto Rico, and the Virgin Islands shall be 75 percent. Accordingly, allotments to the States (as provided in sec. 4 of the act) are, in part, weighted proportionately in terms of the State's rural population while the actual Federal payments to be made from the allotments are weighted to recognize the relative financial need of the States as measured by per capita income. As in the case of numerous other

grant-in-aid formulas for equalization purposes, the provisions of this act are designed to provide relatively greater amounts of Federal funds, and thus greater incentive, to those rural areas in greatest need of such assistance in the further extension of public library facilities.

Subsection (d) contains certain provisions governing the Commissioner of Education with respect to his determination of the "Federal share" of payments under this act.

Subsection (e) prohibits the expenditure of any amount of the Federal funds paid to a State under the provisions of this act for the purchase or erection of any building or buildings, or for the purchase of any land. This prohibition is in keeping with the basic intent and purpose of this act; namely, to stimulate State and local interest and support in the further extension of library services. It is intended to help demonstrate the worth of an extension of library services; it is not intended to relieve State and local governments of primary responsibility for the provision and maintenance of library facilities and services.

Withholding

Section 7: Provides that the Commissioner of Education shall, after giving reasonable notice and opportunity for hearing, withhold certification of payments under this act to any State in which he finds failure to comply substantially with any provision governing State plans as required by this act.

Administration

Section 8: Provides that the Commissioner of Education shall administer this act under the supervision and direction of the Federal Security Administrator, and shall, with the approval of the Administrator, prescribe such regulations as may be necessary for the administration of this act.

Subsection (b) authorizes the Commissioner of Education to make such studies, investigations, and reports as may be necessary or appropriate to carry out the purposes of this act, including periodic reports for public distribution as to the values, methods, and results of various State demonstrations of public library services in rural areas undertaken under this act.

Subsection (c) authorizes the appropriation of funds necessary to pay the costs of administering the act.

Definitions

Section 9: Contains certain essential definitions of terms used in the act.

CHANGES IN EXISTING LAW

Since the provisions of the bill as reported represent new legislation rather than changes in existing law, there are no changes to be indicated in compliance with subsection (4) of rule XXIX of the Standing Rules of the Senate.

ALLOTMENTS TO STATES AND STATE MATCHING REQUIREMENTS UNDER PROVISIONS OF S. 1452

The following table contains a State distribution of the \$7,500,000 authorized to be appropriated annually, in accordance with the formula provided in the bill, together with other pertinent data based on the latest available statistics:

Alloiments to States for fiscal year ending June 30, 1952, according to S. 1452 (Library Services Act), together with related data

8

PROMOTING PUBLIC LIBRARY SERVICE IN RURAL AREAS

Code	State (1)	Federal allotments for fiscal year 1952			Minimum expenditure from State and local funds ¹ (5)	Rural population ²		Average per capita income, calendar years 1947-49 (8)	State percentage ³ (9)	Federal percentage ⁴ (10)
		Basic allotment (2)	Allotments available from remaining funds (3)	Maximum Federal allotment (4)		Number (6)	Percent (7)			
	Total United States.....	\$2,050,000	\$5,450,000	\$7,500,000	\$6,862,987	55,589,411	100.0000			
Code	CONTINENTAL UNITED STATES.....	1,920,000	5,290,647	7,210,647	6,726,978	53,964,053	97.0761	^a \$1,337		
01	Alabama.....	40,000	169,348	209,348	95,149	1,727,304	3.1073	798	30.0	66.0
02	Arizona.....	40,000	32,591	72,591	54,763	332,439	.6980	1,155	43.0	57.0
03	Arkansas.....	40,000	125,334	165,334	73,904	1,278,388	2.2997	795	29.5	66.0
04	California.....	40,000	199,421	239,421	425,643	2,034,081	3.6591	1,709	64.0	36.0
05	Colorado.....	40,000	48,064	88,064	99,310	490,264	.8819	1,422	53.0	47.0
06	Connecticut.....	40,000	43,404	83,404	127,742	442,736	.7964	1,622	60.5	39.5
07	Delaware.....	40,000	11,625	51,625	77,438	118,589	.2133	1,605	60.0	40.0
08	Florida.....	40,000	93,130	133,130	94,442	949,902	1.7088	1,111	41.5	58.5
09	Georgia.....	40,000	184,008	224,008	112,004	1,876,840	3.3703	889	33.0	66.0
10	Idaho.....	40,000	32,749	72,749	65,823	334,015	.6009	1,269	47.5	52.5
11	Illinois.....	40,000	190,559	230,559	353,124	1,943,671	3.4965	1,622	60.5	39.5
12	Indiana.....	40,000	154,246	194,246	186,632	1,573,316	2.8302	1,313	49.0	51.0
13	Iowa.....	40,000	133,977	173,977	170,532	1,366,588	2.4583	1,319	49.5	50.5
14	Kansas.....	40,000	88,840	128,840	111,988	906,188	1.6301	1,249	46.5	53.5
15	Kentucky.....	40,000	180,657	220,657	132,394	1,842,669	3.3148	868	37.5	62.5
16	Louisiana.....	40,000	118,352	158,352	85,273	1,207,166	2.1716	942	35.0	65.0
17	Maine.....	40,000	43,197	83,197	59,020	440,625	.7926	1,115	41.5	58.5
18	Maryland.....	40,000	70,103	110,103	126,674	715,034	1.2863	1,426	53.5	46.5
19	Massachusetts.....	40,000	71,035	111,035	125,214	724,554	1.3034	1,420	53.0	47.0
20	Michigan.....	40,000	179,425	219,425	262,827	1,830,124	3.2922	1,452	64.5	35.5
21	Minnesota.....	40,000	132,855	172,855	153,288	1,355,098	2.4377	1,257	47.0	53.0
22	Mississippi.....	40,000	153,815	193,815	74,890	1,568,883	2.8223	688	25.5	74.5
23	Missouri.....	40,000	148,605	188,605	170,650	1,515,750	2.7267	1,263	47.5	52.5
24	Montana.....	40,000	82,433	122,433	100,030	330,792	.5951	1,555	58.0	42.0
25	Nebraska.....	40,000	68,806	108,806	108,806	701,835	1.2625	1,331	50.0	50.0
26	Nevada.....	40,000	6,431	46,431	82,545	65,612	.1180	1,711	64.0	36.0
27	New Hampshire.....	40,000	21,996	61,996	50,725	224,355	.4036	1,200	45.0	55.0
28	New Jersey.....	40,000	63,318	103,318	142,682	645,839	1.1618	1,555	58.0	42.0
29	New Mexico.....	40,000	33,011	73,011	42,879	336,682	.6057	992	37.0	63.0
30	New York.....	40,000	209,018	249,018	472,786	2,131,972	3.8352	1,746	65.5	34.5
31	North Carolina.....	40,000	263,300	303,300	149,345	2,685,642	4.8312	866	32.5	67.5
32	North Dakota.....	40,000	44,347	84,347	99,015	452,329	.8137	1,439	54.0	46.0
33	Ohio.....	40,000	230,857	270,857	324,433	2,354,701	4.2359	1,457	54.5	45.5

34	Oklahoma.....	40,000	106,716	146,716	89,922	1,088,495	1.9581	1,020	38.0	62.0
35	Oregon.....	40,000	68,468	108,468	140,889	698,378	1.2563	1,509	56.5	43.5
36	Pennsylvania.....	40,000	302,361	342,361	378,412	3,084,045	5.5479	1,407	52.5	47.5
37	Rhode Island.....	40,000	11,750	51,750	57,199	119,851	.2156	1,404	52.5	47.5
38	South Carolina.....	40,000	131,214	171,214	77,817	1,338,352	2.4076	800	30.0	66.0
39	South Dakota.....	40,000	42,597	82,597	85,967	434,457	.7816	1,360	51.0	49.0
40	Tennessee.....	40,000	179,741	219,741	109,871	1,833,334	3.2980	883	33.0	66.0
41	Texas.....	40,000	280,473	320,473	241,765	2,860,808	5.1463	1,150	43.0	57.0
42	Utah.....	40,000	23,190	63,190	51,702	236,541	.4255	1,206	45.0	55.0
43	Vermont.....	40,000	23,391	63,391	44,970	238,578	.4292	1,107	41.5	58.5
44	Virginia.....	40,000	171,937	211,937	138,374	1,753,742	3.1548	1,051	39.5	60.5
45	Washington.....	40,000	85,887	125,887	144,833	876,051	1.5759	1,436	53.5	46.5
46	West Virginia.....	40,000	128,119	168,119	105,242	1,306,793	2.3508	1,026	38.5	61.5
47	Wisconsin.....	40,000	141,493	181,493	181,493	1,443,229	2.5962	1,343	50.0	50.0
48	Wyoming.....	40,000	14,453	54,453	66,552	147,446	.2652	1,471	55.0	45.0
51	District of Columbia.....									
OUTLYING PARTS OF THE UNITED STATES.....		130,000	159,353	289,353	136,009	1,625,358	2.9239			
50	Alaska.....	40,000	9,897	49,897	* 16,631	† 100,938	.1816		* 25.0	75.0
54	American Samoa.....									
55	Canal Zone.....									
56	Guam.....									
52	Hawaii.....	40,000	19,348	59,348	* 59,348	† 197,339	.3550		* 50.0	50.0
53	Puerto Rico.....	40,000	129,023	169,023	* 56,335	1,316,000	2.3674		* 25.0	75.0
57	Virgin Islands.....	10,000	1,085	11,085	* 3,695	11,081	.0199		* 25.0	75.0

¹ This column gives the minimum State and local expenditure needed, if the State is to receive the maximum Federal allotment (column 4).

² As of Apr. 1, 1950. Source: Department of Commerce, Bureau of the Census.

³ The State percentage is "that percentage which bears the same ratio to 50 percent as the per capita income of such State bears to the per capita income of the continental United States (excluding Alaska)."

⁴ The Federal percentage for any State is "100 percent less the State percentage" and "shall in no case be more than 66 percent or less than 33 percent" and "for Hawaii shall be 50 percent and for Alaska, Puerto Rico, and the Virgin Islands shall be 75 percent."

⁵ Average per capita income for continental United States includes the District of Columbia payments.

⁶ The calculation is based on the State percentage given in column 9.

⁷ Cities with a population of 2,500 or more were subtracted out to arrive at a figure for the rural population.

⁸ Taken as 100 percent minus the specific Federal percentage stated for the outlying parts. (The bill does not explicitly define the State percentage for the outlying parts of the United States.)

Source: Office of Education, Federal Security Agency, May 1951.

